

# Housing Market Analysis

## MA-05 Overview

### Housing Market Analysis Overview

Burlington's housing market is marked by an imbalance between supply and demand, as reflected in low rental vacancy rates and limited inventory of homes for sale – much lower than regional, national and “balanced” levels. A rental housing market where supply and demand are more balanced ensures an adequate supply of both units and renters who can afford the available units. The rental housing imbalance translates into high housing costs (relative to income) and lower quality rental housing stock. These factors indicate a continuing need to produce new affordable units and to preserve the affordability of existing units. An imbalanced rental housing market also impedes economic growth since employers have trouble recruiting and retaining their workforce. Table 1 displays the US Census 2009-2011 American Community Survey with 17,687 housing units in the City. This represents an increase of slightly over 7% in the last decade. Of these units, only 17,024 are occupied with the remaining 663 units considered vacant. However, homes being marketed for sale and rental units undergoing tenant turnover make this figure much higher than the reality of the market. Over 58% of the housing units in Burlington are renter-occupied, according to Table 2, with the remaining 42% of the units being owner-occupied.

In fact, the real estate appraisal and consulting firm Allen & Brooks found a 0.5% urban rental vacancy rate in December 2012. The graph entitled Rental Vacancy Rates in subsequent pages, clearly shows the challenges of the low vacancy rate in the area. While the suburban rental vacancy rate for December 2012 was 3.0%, this was higher than typical due to several new suburban developments coming on the market at around the same time period.

In Burlington, there are new units under construction as this plan is being developed: 33 market rate units (5 Inclusionary units) at 187 St. Paul St.; 14 efficiencies for extremely low-income individuals at 30-42 King St.; 25 market units (4 Inclusionary units) at 237 North Ave.; 36 affordable senior units and 49 market rate units at the former Thayer School on North Ave. There are 2 major rental housing projects in the permitting stage: Handy Properties is seeking to build 55 units on Riverside Avenue and SD Ireland has begun initial permitting for 200-250 rental units on Grove Street near the South Burlington border.

Affordable housing is a balance to economic development. In boom times, affordable housing ensures that there is housing for workers and that rising prices do not displace residents. In a troubled economy, affordable housing development is an economic engine and its subsidies ensure that low-income residents are not made homeless. Finally, the use of affordable housing to redevelop distressed neighborhoods prevents the loss of value of the surrounding properties and encourages long-term investment by other property owners.

## MA-10 Number of Housing Units

### Introduction

The number of housing units that make up the Burlington inventory include both market rate and affordable units. Numerous federal, state and local programs are used to make the City's housing stock more affordable for low- and moderate income families. Around 25% of Burlington's rental housing, and around 4% of the City's owner housing, is made affordable - meaning that the occupants do not pay more than 30% of their income for housing - through public subsidies, regulation and/or property deed restrictions. Affordable housing may be publicly- or privately-owned, or ownership may lie in the nonprofit sector. Assistance may be tied to a specific property or it may move with the person. Housing may be perpetually affordable, or it may have a limited period of affordability. It may be available to all lower-income residents, or it may be targeted to a specific group (such as the homeless or those with disabilities) or a specific income category. As the various forms of assistance are explained, understand that it is not unusual for them to overlap. For example, households receiving Section 8 vouchers occupy some, if not most, of the rental units assisted through the Low Income Housing Tax Credit and the City's Inclusionary Zoning Ordinance. There are units that have limited or expiring affordability provisions. Units which are privately-owned and have Section 8 project-based or substantial rehab contracts are either at high risk of loss or will definitely be lost as affordable units. Units which are owned by nonprofits, or by Low Income Housing Tax Credit partnerships, and that will presumably be sold to nonprofits, are assumed to be at low risk of loss.

### All residential properties by number of units

| Property Type                   | Number        | %           |
|---------------------------------|---------------|-------------|
| 1-unit detached structure       | 5,670         | 32%         |
| 1-unit, attached structure      | 740           | 4%          |
| 2-4 units                       | 5,995         | 34%         |
| 5-19 units                      | 3,581         | 20%         |
| 20 or more units                | 1,555         | 9%          |
| Mobile Home, boat, RV, van, etc | 146           | 1%          |
| <b>Total</b>                    | <b>17,687</b> | <b>100%</b> |

Table 1 – Residential Properties by Unit Number

Alternate Data Source Name:

American Community Survey 2009-11 3 year Estimates

Data Source Comments:

### Unit Size by Tenure

|            | Owners |     | Renters |     |
|------------|--------|-----|---------|-----|
|            | Number | %   | Number  | %   |
| No bedroom | 0      | 0%  | 656     | 7%  |
| 1 bedroom  | 184    | 3%  | 3,345   | 33% |
| 2 bedrooms | 1,920  | 27% | 3,844   | 38% |

|                    | Owners       |             | Renters      |             |
|--------------------|--------------|-------------|--------------|-------------|
|                    | Number       | %           | Number       | %           |
| 3 or more bedrooms | 4,922        | 70%         | 2,153        | 22%         |
| <b>Total</b>       | <b>7,026</b> | <b>100%</b> | <b>9,998</b> | <b>100%</b> |

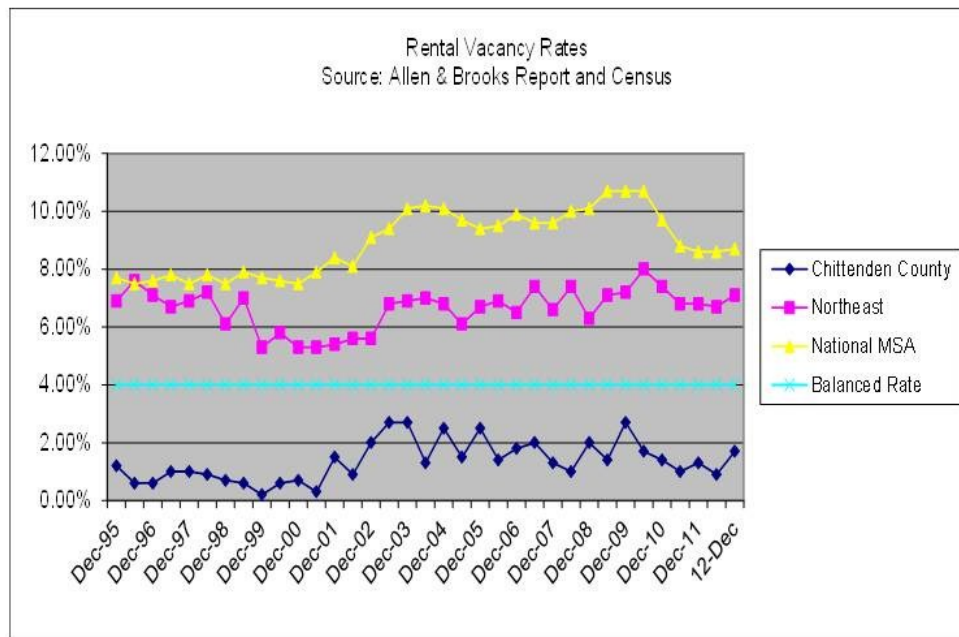
**Table 2 – Unit Size by Tenure**

**Alternate Data Source Name:**

American Community Survey 2009-11 3 year Estimates

**Data Source Comments:**

### Rental Vacancy Rates



## Affordable Housing Inventory

| Project Name                  | Address                   | Total | Project-based/<br>LIHTC | Special<br>Needs | Seniors | Public<br>Housing |
|-------------------------------|---------------------------|-------|-------------------------|------------------|---------|-------------------|
|                               |                           |       |                         |                  |         |                   |
|                               | 114 Archibald Street      | 9     | X                       | X                |         |                   |
|                               | 322 St. Paul              | 4     | X                       | X                |         |                   |
|                               | 278 Main                  | 10    |                         | X                |         |                   |
|                               | 700 Riverside             | 8     | X                       |                  |         |                   |
| Avenue Apartments (CHT)       | 1179 North Ave.           | 28    | X                       |                  |         |                   |
| Arroway                       | 41 Spruce                 | 7     |                         | X                |         |                   |
| Bobbin Mill                   | 234 S. Champlain          | 51    | X                       |                  |         |                   |
|                               | 235 Pine                  | 0     |                         |                  |         |                   |
| BRHIP                         | 62-68 N. Champlain        | 6     | X                       |                  |         |                   |
|                               | 42 and 84 North Street    | 2     | X                       |                  |         |                   |
|                               | 47-49 Archibald           | 2     | X                       |                  |         |                   |
|                               | 86 Oak                    | 2     | X                       |                  |         |                   |
|                               | 68 Cottage Grove          | 2     | X                       |                  |         |                   |
|                               | 189, 191 and 193-197 Pine | 6     | X                       |                  |         |                   |
|                               | 52 and 52 1/2 Hyde        | 4     | X                       |                  |         |                   |
|                               | 16 North Ave              | 5     | X                       |                  |         |                   |
|                               | 95 Grant                  | 4     | X                       |                  |         |                   |
|                               | 59 No. Union              | 1     | X                       |                  |         |                   |
| Bright Street                 |                           | 3     | X                       |                  |         |                   |
| Bus Barns                     | 343 N. Winooski           | 12    | X                       |                  |         |                   |
|                               | 640 Riverside Ave         | 13    | X                       |                  |         |                   |
|                               | 337 No. Winooski          | 0     |                         |                  |         |                   |
| Callahan                      | 33 North Street           | 6     | X                       |                  |         |                   |
|                               | 132-135 North Street      | 11    | X                       |                  |         |                   |
|                               | 44 Front                  | 3     | X                       |                  |         |                   |
|                               | 163-165 Intervale Avenue  | 3     | X                       |                  |         |                   |
|                               | 171-173 Intervale Avenue  | 3     | X                       |                  |         |                   |
|                               | 177 Intervale Avenue      | 2     | X                       |                  |         |                   |
| Cathedral Sq. Assisted Living | 3 Cathedral Square        | 100   |                         |                  | X       |                   |
| Champlain Apartments          | 10 N. Champlain           | 50    |                         |                  | X       | X                 |
| City Neighborhoods            | 54 N. Champlain St.       | 6     |                         |                  | X       |                   |
|                               | 57 N. Champlain St.       | 6     |                         |                  | X       |                   |
|                               | 52 N. Champlain St.       | 4     |                         |                  | X       |                   |
|                               | 27-31 Peru St.            | 3     |                         |                  | X       |                   |
|                               | 22-26 Johnson St.         | 2     |                         |                  | X       |                   |
|                               | 221 Pine St.              | 6     |                         |                  | X       |                   |
|                               | 299 N. Winooski Ave       | 2     |                         |                  | X       |                   |
| Converse Home                 | 272 Church                | 21    |                         |                  | X       |                   |
| Decker Towers                 | 230 St. Paul              | 160   |                         | X                | X       | X                 |
| Dismas                        | 96 Buell                  | 7     |                         | X                |         |                   |
| Duggan Row                    | 94-106 Maple              | 16    | X                       |                  |         |                   |
| ECHO                          | 92 North Ave              | 8     | X                       |                  |         |                   |
|                               | 21-23 N. Champlain        | 4     |                         | X                |         |                   |
|                               | 211 Park                  | 3     | X                       |                  |         |                   |
|                               | 75-77 North               | 3     | X                       |                  |         |                   |
|                               | 115-117 Archibald         | 3     | X                       |                  |         |                   |
|                               | 16-18 1/2 Decatur         | 3     | X                       |                  |         |                   |
|                               | 58-60 N. Champlain        | 4     | X                       |                  |         |                   |
|                               | 257-259 N. Winooski       | 4     | X                       |                  |         |                   |
| Fern Hill                     | 214 N. Prospect           | 60    |                         |                  | X       |                   |
| Flynn Ave Coop                | 288 Flynn Ave.            | 14    | X                       |                  |         |                   |
| Franklin Square               | 1-60 Franklin Square      | 60    |                         |                  |         | X                 |
| Gable Apts. (Randall)         | 323-325 St. Paul          | 11    | X                       |                  |         |                   |
| Harrington Apts.              | 145-153 Maple             | 5     | X                       |                  |         |                   |
| Heineberg Senior Housing      | 72 Heineberg Road         | 81    |                         |                  | X       |                   |
| Hillside Terrace              | 22-91 Hillside Terrace    | 26    |                         |                  |         | X                 |
|                               | 20 S. Willard             | 6     |                         | X                |         |                   |
|                               | 141 Maple                 | 9     |                         | X                |         |                   |

| Project Name                        | Address   | Total | Project-based/<br>LIHTC | Special<br>Needs | Seniors | Public<br>Housing |
|-------------------------------------|---|-------|-------------------------|------------------|---------|-------------------|
| Howard MH Group Home                | 72 N. Winooski                                  | 7     |                         | X                |         |                   |
| Johnson Street                      | 22-26 and 29 Johnson                            | 5     | X                       |                  |         |                   |
| King Street Housing                 | 88 King St                                      | 20    | X                       |                  |         |                   |
| King St Apts.                       | 73-75 and 128 King                              | 7     | X                       |                  |         |                   |
| Lake Champlain Apts.                | 185 Pine  | 27    | X                       |                  |         |                   |
|                                     | 243-247 Church                                  | 0     | X                       |                  |         |                   |
| Maple St Apts. (Wharf Lane)         | 57-61 Maple                                     | 37    | X                       |                  |         |                   |
|                                     | 174 Maple                                       | 11    | X                       |                  |         |                   |
| McAuley Square - Independence Place | 140 Mansfield Ave                               | 7     |                         | X                |         |                   |
| McAuley Square - Scholars House     | 110 Mansfield Ave                               | 12    |                         | X                |         |                   |
| McAuley Square Senior Housing       | 130 Mansfield Ave                               | 55    |                         |                  | X       |                   |
| McKenzie House                      | 43 Elmwood Ave                                  | 41    |                         |                  | X       |                   |
| Mill View Apts.                     | 222 Riverside Ave                               | 12    | X                       |                  |         |                   |
| Monroe Place                        | 29 N. Champlain                                 | 15    |                         | X                |         |                   |
| North St - Shriner                  | 268 and 272 North                               | 4     | X                       |                  |         |                   |
| Northgate                           | 275 Northgate                                   | 336   | X                       |                  |         |                   |
| ONE                                 | 267 N. Winooski                                 | 2     | X                       |                  |         |                   |
|                                     | 43-45 Manhattan Dr                              | 3     | X                       |                  |         |                   |
|                                     | 310-312 and 316-318<br>and 326-328 Manhattan Dr | 4     | X                       |                  |         |                   |
|                                     | 33-35 and 37-39 Murray                          | 5     | X                       |                  |         |                   |
|                                     | 11 1/2 Cedar                                    | 4     | X                       |                  |         |                   |
| Park Place                          | 123-127and 129-135 St Paul                      | 34    | X                       |                  |         |                   |
| Pearl and Union SRO                 | 204 Pearl/106 S. Union                          | 18    |                         | X                |         |                   |
| Pennington House                    | 1822 North Ave                                  | 6     |                         | X                |         |                   |
| Peterson Place                      | 97-103 King                                     | 13    | X                       |                  |         |                   |
|                                     | 195 St. Paul                                    | 0     | X                       |                  |         |                   |
| Phoenix House                       | 37 Elmwood Ave.                                 | 10    |                         | X                |         |                   |
| Riverside Apts.                     | 669 Riverside Ave                               | 48    |                         |                  |         | X                 |
| Rose St. Coop                       | 78 Rose   | 12    | X                       |                  |         |                   |
| Ruggles House                       | 262 S. Prospect                                 | 15    |                         |                  | X       |                   |
| Safe Haven                          | 133 King  | 8     |                         | X                |         |                   |
| Salmon Run                          | 220 Riverside                                   | 79    | X                       |                  |         |                   |
| Sarah Cole                          | 415 S. Union                                    | 12    |                         | X                |         |                   |
| Smith House                         | 30-32 N. Winooski Ave.                          | 9     |                         | X                |         |                   |
| Sophie's Place                      | 40 Red Maple Lane                               | 11    |                         | X                |         |                   |
|                                     | 1562 North Ave                                  | 1     |                         | X                |         |                   |
| South End Community Housing         | 336 St. Paul                                    | 6     |                         | X                |         |                   |
| South Meadow                        | One Raymond Place                               | 65    | X                       |                  |         |                   |
| South Square                        | 101 College                                     | 65    |                         | X                | X       |                   |
| South St Paul Townhouses            | 355 St. Paul                                    | 15    | X                       |                  |         |                   |
| St. John's Hall                     | 184 Elmwood Ave                                 | 22    |                         | X                |         |                   |
| STAR                                | 221 Pine  | 6     | X                       |                  |         |                   |
|                                     | 73-75 Sherman                                   | 2     | X                       |                  |         |                   |
|                                     | 52-54 and 57-63 N. Champlain                    | 15    | X                       |                  |         |                   |
|                                     | 36 Convent Sq                                   | 1     | X                       |                  |         |                   |
|                                     | 104 Intervale Ave                               | 3     | X                       |                  |         |                   |
| Thayer House I                      | 1197 North Ave.                                 | 33    |                         |                  | X       |                   |
| Thayer House II                     | 1197 North Ave.                                 | 36    |                         |                  | X       |                   |
| Thelma Maple Coop                   | 81-101 and 85-109 Archibald                     | 20    | X                       |                  |         |                   |
| Thirty Four Two                     | 30-42 King St.                                  | 16    |                         | X                |         |                   |
| Varney House                        | 76 Cherry St.                                   | 11    |                         | X                |         |                   |
| Victoria Place                      | 76-90 Pearl                                     | 34    | X                       |                  |         |                   |
| Waterfront Housing                  | 300 Lake  | 22    | X                       |                  |         |                   |

## Student Housing

The City is home to two residential institutions of higher learning (the University of Vermont and Champlain College) and also one additional educational institution with a growing student population (Burlington College). The college population in Burlington grew from 10,163 in 2000 to 15,284 in 2013, and over 36% of Burlington's population is now enrolled in college or graduate school. Enrollment in these colleges is expected to remain stable. The student population contributes to the City's vitality (and makes the city's demographics younger than the rest of the state), but also puts pressure on the local rental housing market and on the quality of life in many neighborhoods – especially as approximately 50% of Burlington's college students do not live in dorms.

The extensive student population creates a significant impact on Burlington's housing market. Over the years, many traditional single family homes have been converted to student housing to accommodate the market. According to Allen & Brooks December 2012 report, the average rent for student apartments close to UVM range between \$700 and \$800 per bedroom.

New student housing built in the past few years has reduced the pressure on the rental market. UVM's stated goal has been to house 60% of their undergraduate student population in UVM-affiliated housing, while Champlain College has a stated goal of housing 100% of their students on campus or in college-affiliated housing. With the opening of Redstone Lofts (403 beds) in the fall of 2012, they met their 60% goal (60.3%). Champlain College added 90 beds in a new dormitory and continues to strive to meet their 100% goal. According to the June 2013 Allen & Brooks Report, Champlain College plans to add 180 beds in two on-campus buildings for fall 2014 occupancy and another 300-350 beds at the former Eagles Club site with 2015 occupancy. Despite the increased supply of student housing as well as new rental units for the general population, the rental vacancy rate for Chittenden County hovers at a low rate of 1.2%.

## Our Survey Respondents Speak Out

The impact student housing has on the housing market received the most comments in our community survey. When community members were asked about the need for affordable housing and suggestions to deal with the housing issue in Burlington, sixteen thoughtful comments regarding student housing were received ranging from requiring the colleges to provide more housing for students to enforcing the 'no more than four unrelated' and shut down group quarters in single family houses. Here are some of the written comments received on the impact of student housing in Burlington:

*"Incentives, with zoning changes, to UVM and Champlain and now Burlington College to house at least 75% of its students on campus. That will take the pressure off the rental market and allow houses to move toward a market more conducive to single family homes being housing by single families."*

*"Move college housing downtown, move poor into apartments taken by college students and set caps on rent."*

*"We need to return students to campus and rehabilitate neighborhoods thus facilitating more available housing in the (relatively) inner city."*

*"Work with UVM to ensure that Freshmen, Sophomores and Juniors reside on campus."*

Response to the above comment: With 6,116 total student beds in the UVM-affiliated inventory, and the current enrollment of 10,000 undergraduates, UVM has exceeded their 60% goal. All UVM freshmen and sophomores are required to live in UVM-affiliated housing. UVM has agreed to provide housing (1:1) for any increased enrollment of undergraduate students beyond the number enrolled in Fall 2009.

### **Number and Targeting of Units**

Affordable units consist of both rental and homeownership and target low, extremely low and moderate income households.

For rental units:

There are over 1,700 BHA Section 8 tenant-based vouchers in use in the City and surrounding communities. Approximately one-half of the vouchers are used in apartments located outside of Burlington but within a 6-mile radius of City limits. Vouchers pay a private landlord the difference between the amount that a low-income tenant household can afford to pay (i.e., no more than 30% of their income) and the Fair Market Rent for the unit as determined by HUD. The tenants keep the assistance as long as they are income-eligible and meet other HUD requirements. With tenant-based Section 8 vouchers, the subsidy isn't tied to any specific apartment; it moves with the tenant. The City encourages BHA to fully utilize its ability to use its project-based Section 8 vouchers in support of new affordable housing development.

Some property-specific assistance is dedicated to certain groups of residents with special needs. The Section 202 Elderly Housing and Section 811 Housing for Persons With Disabilities are housing construction programs that provide a capital advance to assist with the cost of developing a housing project and a renewable 5-year Project Rental Assistance Contract to assist with the project's operating costs. Funds are made available through a national competition, and only nonprofits are eligible to apply.

The New Construction and Substantial Rehabilitation Programs provide rental assistance for up to 20 years in connection with the development of newly constructed or substantially rehabilitated privately-owned rental housing. The Section 8 Mod Rehab SRO program helps homeless individuals find affordable Single Room Occupancy (SRO) housing. Landlords who complete moderate rehabilitation of their properties and then rent them to homeless individuals receive payments which cover the difference between a portion of the tenant's income (normally 30 percent), and the unit's "eligible rent." Rental assistance contracts for the SROs are provided for ten years, with the option to renew the contract through the Section 8 program. The Shelter Plus Care Program provides rental assistance for hard-to-serve homeless persons with disabilities in connection with supportive services funded from sources outside the program.

The Low Income Housing Tax Credit (LIHTC) program makes tax credits available to owners of rental housing who make that housing available to low-income residents. The federal LIHTC program provides an annual allocation of tax credit authority to each state, which then makes these credits available to support affordable housing projects in accordance with each state's Qualified Allocation Plan. In Vermont, the LIHTC is administered by the Vermont Housing Finance Agency. Vermont has a matching state Low Income Housing Tax Credit.

The Housing Development Action Grant Program (HoDAG), a HUD program in the 1980's, no longer exists. As the HoDAG loan period expires at City housing projects, the City will reinvest these funds to keep those housing units affordable.

Homeownership programs and units are discussed in a following section.

### **Units Expected to be lost from Inventory**

It is the City's policy to retain units with expiring tax credits or subsidies within the affordable unit inventory. It is more cost efficient to invest in the retention of units rather than the construction of units. To this end, over the past 5 years, several expiring complexes have been purchased and their affordability has been retained. Over 300 affordable units have been retained in Bobbin Mill, Salmon Run, South Meadow, and Wharf Lane. In fact, as a result of these preservation projects, the number of permanently affordable units has increased by 20 at Salmon Run and 24 at South Meadow. Another 24 market rate rental units at South Meadow will gradually be converted to permanently affordable ownership units.

In the next five years, it is expected that approximately 140 affordable units might have affordable subsidies that will expire. These include the following housing units: Thelma Maple Co-op, Park Place, Bus Barns, Rose Street, Pearl Street, ONE, and BRHIP. Local housing partner, Champlain Housing Trust will plan to renovate, refinance and maintain affordability of those units; together with the City of Burlington and the Vermont Housing Finance Agency, they will monitor other potential units and work to retain as many units as possible.

In addition, the Housing Authority is expecting to lose approximately 150 vouchers due to sequestration in the next year.

### **Does the availability of housing units meet the needs of the population?**

No, the availability of current housing units does not meet the needs of the population. In a healthy local housing market, the rental vacancy rate would be between 3% and 5%. That is generally considered by most experts to be "balanced" between supply and demand. When it falls below that level, a lack of supply will lead to rent increases, inability to find housing and a limit to economic growth.

The rental vacancy rate for the county is measured every six months by the Allen & Brooks Report©. For five years (between December 2007 and June 2012), the rental vacancy remained quite low. The rental vacancy rate in Chittenden County peaked in December 2009 at 2.7%. In December of 2008, it was 2.0%. All the other years, the rate was below 2.0% with the lowest occurring in June 2012 at .9%. It



consistently runs well below national and regional rates, which are reported by the Census Bureau as indicated by the graph displayed in the beginning of this section.

In the downtown area, according to planBTV, housing stock is limited to a few common building types, including single family homes, duplexes, apartments above shops, and condo buildings. Residential neighborhoods surrounding the downtown consist of mainly 4+ bedrooms units in converted historic homes at prices that only students can afford at a per bedroom price ranging from \$700-\$800/month.. Since 2009, there has been an above average number of new apartment units constructed in Chittenden County, the average number of new units being 182 according to the Allen & Brooks Report©. In 2013, it is expected that 428 new units will be constructed. Although there is an increase in units, these new units are leasing quickly due to the low vacancy rate. For example, a new project in Burlington, Thayer Commons, leased 47 units within two months of opening. It is expected that the demand for rentals will remain high.

### **Need for Specific Types of Housing**

A community consensus emerged as part of the Plan BTV process that “downtown Burlington has an extreme shortage of housing priced for young families, singles and others with a moderate income.” On a citywide level, the need persists for more housing serving all income levels. There continues to be a need for more student housing, but the type and location of these units has changed. In their recent housing study, UVM found that the housing market for juniors and seniors has been saturated on campus. According to the study, UVM juniors and seniors are looking for apartment living that is close to campus but not located on campus. The City seeks to facilitate the creation of market-based rental housing targeting students in areas near the downtown in hopes that the residential areas adjacent to downtown can return to more stable, long-term occupancy. With over 60% of all Burlington renter households paying greater than 30% of their income on rent, there continues to be an acute need for affordable and mixed-income rental housing. According to the recent report submitted by the Committee on Accessibility, there is a need to identify any possible unmet need for accessible housing and ensure that accessible housing is a component of the Citywide Housing Plan update. It is also important to integrate accessible housing along transportation routes and near the downtown core.

### **Discussion**

For affordable homeownership, the following programs and units are used for income qualified households:

The City’s Inclusionary Zoning Ordinance applies to all new market-rate developments of five or more homes and to any converted non-residential structures that result in at least ten homes. The affordable housing set aside is 15% to 25% of the units, depending on the average price of the market-rate homes – with the higher percentage placed on the most expensive developments. The ordinance does not allow fee in-lieu payments or land donations, but will allow developers to provide the affordable housing off-site at 125% of the on-site obligation. The ordinance provides a range of incentives including fee waivers and a 15% to 25% density and lot coverage bonus. Affordable homes are targeted to homebuyer households earning 75% or less of area median income and rental households earning 65% or less of median and are price controlled for 99 years.

BHA's Section 8 Mortgage Assistance Program has been in operation since 1999 with over 98 households successfully transitioning from renting to homeownership.

The Burlington Community Land Trust started up in 1984 with municipal assistance through the City's general fund and through a line of credit from the City municipal retirement fund. (In October 2006, the Land Trust merged into the Champlain Housing Trust (CHT).) Today, it is the largest community land trust (CLT) in the country, both in terms of membership and in terms of number of community land trust units. In Burlington alone, CHT boasts over 200 perpetually affordable single-family homes and condos. When CHT homeowners sell their homes, CHT generally rebuys them from the homeowner and shares the appreciation with the homeowner/seller to keep the home affordable for the next buyer. A study of CHT resales between 1984 and 2008 showed that the CLT model does contribute to wealth-building (the average period of occupancy for a CHT owner was just over 5 years, and upon resale, the average annualized rate of return to the homeowner was 30%); housing mobility (67% of CHT owners moved into market rate homeownership); and preservation of affordability (on resale, homes were affordable to buyers at 53% of median family income).

Habitat for Humanity builds and rehabilitates houses with the help of the homeowner (partner) families, volunteer labor and donations of money and materials. Habitat houses are sold to partner families at no profit and financed with affordable loans. The homeowners' monthly mortgage payments are used to build still more Habitat houses.

The Vermont Housing Finance Agency (VHFA) makes low-rate mortgages available to income-eligible borrowers through participating lenders located throughout the state. VHFA offers a variety of programs, including fixed-rate products, down payment assistance and limited refinancing. VHFA mortgages often overlap with other forms of affordable homeownership.

## MA-15 Cost of Housing

### Introduction

In this section the cost of housing is reviewed. It is noted that the median value of owner occupied homes has increased steadily; however, the rental costs have increased at a higher rate. The most recent Out of Reach study for Vermont places the state in 16th place for the ability to afford a two-bedroom Fair Market Rate apartment. The cost of housing directly impacts the cost burden need analysis discussed in the previous section.

### Cost of Housing

|                      | 2005-07 ACS (Base Year) | 2009-2011 ACS (Most Recent Year) | % Change |
|----------------------|-------------------------|----------------------------------|----------|
| Median Home Value    | 243,700                 | 253,700                          | 4%       |
| Median Contract Rent | 726                     | 845                              | 16%      |

**Table 3 – Cost of Housing**

**Alternate Data Source Name:**

American Community Survey 2009-11 3 year Estimates

**Data Source Comments:**

### Rent Paid

| Rent Paid       | Number       | %             |
|-----------------|--------------|---------------|
| Less than \$500 | 1,591        | 19.3%         |
| \$500-999       | 3,877        | 54.1%         |
| \$1,000-1,499   | 2,827        | 17.9%         |
| \$1,500-1,999   | 1,597        | 6.6%          |
| \$2,000 or more | 0            | 2.2%          |
| <b>Total</b>    | <b>9,892</b> | <b>100.0%</b> |

**Table 4 - Rent Paid**

**Alternate Data Source Name:**

American Community Survey 2009-11 3 year Estimates

**Data Source Comments:**

### Average Rent 2000-2012

|         | 2000  | 2001    | 2002    | 2003    | 2004    | 2005    | 2006    | 2007    | 2008    | 2009    | 2010    | 2011    | 2012    |
|---------|-------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| OneBR   | \$562 | \$600   | \$636   | \$652   | \$675   | \$660   | \$674   | \$703   | \$714   | \$743   | \$749   | \$767   | \$809   |
| TwoBR   | \$719 | \$749   | \$803   | \$837   | \$872   | \$860   | \$872   | \$888   | \$935   | \$990   | \$997   | \$1,003 | \$1,054 |
| ThreeBR | \$971 | \$1,039 | \$1,096 | \$1,115 | \$1,180 | \$1,213 | \$1,247 | \$1,356 | \$1,446 | \$1,540 | \$1,550 | \$1,604 | \$1,600 |

**Data Source:** Allen & Brooks, 2012 ©

## Median Sales Price Comparison



## Discussion on Rental and Ownership Costs

With such a high percentage of households as renters and with the cost of rent increasing at a higher rate, it is critical to examine the cost of rent in the City. Since the 2008 Consolidated Plan, when the average rent for a one bedroom was \$703, the 13.3% increase brought the average rent to \$809. For two bedrooms, the increase in 5 years was 12.7% and for the three bedroom, the increase totaled 10.7%. Although the median sales price increase is less dramatic, the overall cost of homeownership in Burlington far exceeds the median wage for the average worker. Thus both the cost of renting and homeownership in the City is out of reach for many of our residents without some kind of assistance.

## Housing Affordability

| % Units affordable to Households earning | Renter       | Owner        |
|--|--------------|--------------|
| 30% HAMFI                                | 850          | No Data      |
| 50% HAMFI                                | 1,835        | 120          |
| 80% HAMFI                                | 5,115        | 615          |
| 100% HAMFI                               | No Data      | 889          |
| <b>Total</b>                             | <b>7,800</b> | <b>1,624</b> |

Table 5 – Housing Affordability

Data Source Comments:

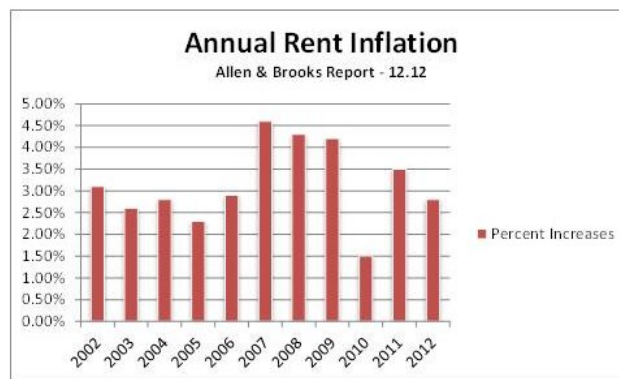
## Monthly Rent

| Monthly Rent (\$) | Efficiency (no bedroom) | 1 Bedroom | 2 Bedroom | 3 Bedroom | 4 Bedroom |
|-------------------|-------------------------|-----------|-----------|-----------|-----------|
| Fair Market Rent  | 809                     | 896       | 1,124     | 1,439     | 1,613     |
| High HOME Rent    | 841                     | 903       | 1,086     | 1,245     | 1,370     |
| Low HOME Rent     | 662                     | 710       | 852       | 984       | 1,098     |

**Table 6 – Monthly Rent**

**Data Source:** HUD FMR and HOME Rents

## Annual Rent Inflation



## Respondents Speak Out On Rent

Several of our survey respondents addressed the issue of high rents with a plea for rent control:

*"Rent is too high in Burlington. Is there a way to control this...or to get landlords to see the value of keeping rent affordable? Is there a way to create incentive to help landlords that DO try to keep their rent affordable? "*

*"Developing a "rent control" system which is tied to the renter's income, yet ensures proper upkeep of the property."*

## Availability of Sufficient Housing

No, there is not sufficient housing at all income levels. In a healthy local housing market, the rental vacancy rate would be between 3% and 5%. In Burlington, the rental vacancy rate for the county is measured every six months by the Allen & Brooks Report© and often falls below 2%. It consistently runs well below national and regional rates, which are reported by the Census Bureau.

If one compares the information in Table 2 under NA-10 to Table 5 in this section, it is evident that the greatest need for housing exists in the extremely low- and low- income categories. According to

Table 2, there are 3,310 households within the 0-30% AMI category in Burlington; however, there are only 850 units that are affordable to these households. Therefore, there is a deficit of 2,460 affordable units. In the 30-50% AMI category, there are 2,330 households but only 1,835 units, thus creating a deficit of 495 units. There appears to be a sufficient amount of housing for the 50-80% AMI category where there are 3,190 households and a corresponding 5,115 units. However, it could be argued that the households on the lower end of this spectrum at 60% of the AMI would not be able to afford housing at the rate for those at 80% of the AMI.

According to planBTV, "almost 30% of the housing units in the downtown and waterfront are considered affordable under typical definitions. These units provide for the needs of many low-income, senior and disabled tenants. On the other end of the spectrum, condominium development in recent years has demonstrated the ability of the market to provide higher-end housing. Yet in the middle there is a gap - a growing number of prospective residents who can't afford the high-end market-rate units, yet have too much income to qualify for subsidized 'affordable' units. And very few units of any kind - low, middle or high - are coming on-line to meet the demand.

### **Expected Change of Housing Affordability**

Both the rental and housing markets in the area have seen strong increases over the past 10 years. As tracked by the Allen & Brooks Report®, the average annual increase for rent in Chittenden County is 3.5% but remains highest for 3 - bedroom units at 4.2%. The highest year for rent increases was in 2006. With larger numbers of units coming on board in 2013, the increase in rent should be tempered over the next year. However, the cost burden to households in the City will still remain significantly high. Home prices leveled off from 2005 to 2007, and then began fluctuating and decreasing to reflect the housing downturn experienced in most of the United States. To afford a home purchase at the 2011 median price of \$239,875, a Burlington buyer would have needed an annual income of \$71,963. That is well above the median family income in Burlington as estimated by the 2011 American Community Survey 5 - year estimates (\$60,848) as well as the City of Burlington median wage for male/female full time workers (\$39,604/\$35,862). The number of homes sold showed a dramatic decline from 2006 to 2009, with that trend appearing to reverse in 2010. However, according to Allen & Brooks, there has been an increase of home sales under \$250,000 this past year which may indicate new homebuyers entering the homeownership market. This might give some relief to the rental market.

### **Rent Comparison**

According to the 2013 Out of Reach Study for Vermont, the State ranked 16th in the nation for the housing wage needed to rent a two-bedroom apartment at the Fair Market Rent rate. In Vermont, the Fair Market Rent (FMR) for a two-bedroom apartment is \$964. In order to afford this level of rent and utilities – without paying more than 30% of income on housing – a household must earn \$3,212 monthly or \$38,541 annually which translates to an average hourly wage of \$18.53. Unfortunately, the average wage for a renter is \$11.32, so in order to afford the FMR for a two-bedroom apartment at this wage, a renter must work 66 hours per week. The situation is exacerbated in the Burlington-South Burlington Metropolitan Statistical Area (MSA) where the hourly wage for a renter to afford the same two-bedroom apartment at the FMR of \$1,029 is

\$19.79 but the average wage for a renter is \$12.33. In reality, the Burlington renter can only afford a monthly rent of \$641 at this average wage.

HOME Rents/Fair Market Rents are significantly below area median rents.

The newly reduced FMRs will result in HOME rent limits that under represent the local housing market. While the HOME program protects against decreasing rents in existing projects, developers of new HOME units in Vermont's highest cost/lowest rental vacancy area will face the added hurdle of falling high HOME rents. Since the new projects would be perpetually hampered by artificially low initial HOME rents, this will jeopardize the financial viability of new HOME-funded projects. Given the declining amount of HOME allocated to Burlington, increasing the per-unit HOME subsidy is not a viable option to address this barrier.

## **Discussion**

According to the Allen & Brooks December 2012 Report, average rent inflation has increased at an annual rate of 3.5% over the past 10 years. This is considerably higher than the rate of regular inflation during this time period. However, rent inflation declined sharply in 2010 and resumed to a more typical rate of 2.8% in 2012. The report said, "In 2013, we anticipate an even greater surge in new (apartment) construction, with over twice as many units coming to the market than the long-term annual average. The new growth will help to temper the rate of rent increases over the next year."

## MA-20 Condition of Housing

### Introduction

Housing conditions vary widely by housing type, location and investment objectives of rental property owners. It has been noted that Vermont has the 7th oldest housing stock in the nation. Overall, Burlington's housing stock is predominately older, renter-occupied homes and apartments. Burlington has five times as many housing units over 50 years old than any other municipality in Chittenden County, and over 50% of the rental units are found by Code Enforcement to be out of compliance with minimum housing code. Over 47% of Burlington's housing units were built before 1950. These homes need energy efficiency upgrades, lead-based paint hazard reduction, and other rehabilitation to make them safe, affordable and sustainable over the long term.

### Definitions

Substandard housing is any residential property that does not meet local building code or does not meet the Minimum Housing Standards Ordinance of the City of Burlington.

### Condition of Units

| Condition of Units             | Owner-Occupied |             | Renter-Occupied |             |
|--------------------------------|----------------|-------------|-----------------|-------------|
|                                | Number         | %           | Number          | %           |
| With one selected Condition    | 2,271          | 37%         | 5,223           | 58%         |
| With two selected Conditions   | 12             | 0%          | 104             | 1%          |
| With three selected Conditions | 0              | 0%          | 0               | 0%          |
| With four selected Conditions  | 0              | 0%          | 0               | 0%          |
| No selected Conditions         | 3,805          | 63%         | 3,741           | 41%         |
| <b>Total</b>                   | <b>6,088</b>   | <b>100%</b> | <b>9,068</b>    | <b>100%</b> |

Table 7 - Condition of Units

Data Source: 2005-2009 ACS Data

### Year Unit Built

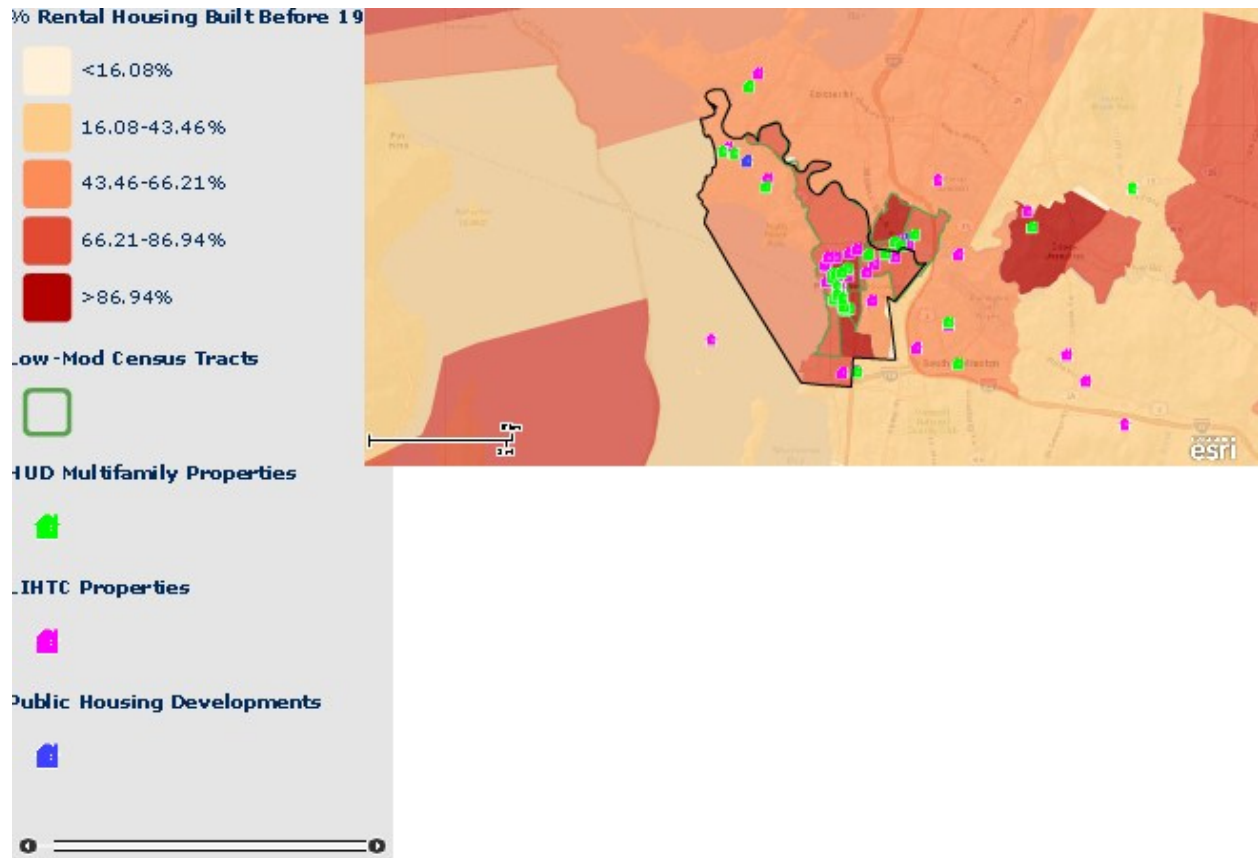
| Year Unit Built | Owner-Occupied |             | Renter-Occupied |             |
|-----------------|----------------|-------------|-----------------|-------------|
|                 | Number         | %           | Number          | %           |
| 2000 or later   | 216            | 4%          | 313             | 3%          |
| 1980-1999       | 1,108          | 18%         | 1,350           | 15%         |
| 1950-1979       | 2,527          | 42%         | 2,777           | 31%         |
| Before 1950     | 2,237          | 37%         | 4,628           | 51%         |
| <b>Total</b>    | <b>6,088</b>   | <b>101%</b> | <b>9,068</b>    | <b>100%</b> |

Table 8 – Year Unit Built

Data Source: 2005-2009 CHAS



## % Rental Housing Built Before 1980



### Age of Rental Housing

As indicated by the map, *% Rental Housing Built Before 1980*, a concentrated portion of the Entitlement area has a high percentage of older rental housing built before 1980. Much of this housing is located in the low-mod census tracts. In addition, the HUD Multi-Family Properties, Low Income Tax Credit Properties and Public Housing Developments are also located in the area. This map underscores the need for rehabilitation funds for older, affordable rental housing to maintain the affordable stock needed by the City and its residents.

### Risk of Lead-Based Paint Hazard

| Risk of Lead-Based Paint Hazard                       | Owner-Occupied |     | Renter-Occupied |     |
|---|----------------|-----|-----------------|-----|
|   | Number         | %   | Number          | %   |
| Total Number of Units Built Before 1980               | 4,764          | 78% | 7,405           | 82% |
| Housing Units build before 1980 with children present | 1,340          | 22% | 705             |     |

**Table 9 – Risk of Lead-Based Paint**

**Data Source:** 2005-2009 ACS (Total Units) 2005-2009 CHAS (Units with Children present)

## Vacant Units

|                          | Suitable for Rehabilitation | Not Suitable for Rehabilitation | Total |
|--------------------------|-----------------------------|---------------------------------|-------|
| Vacant Units             | 12                          | 1                               | 13    |
| Abandoned Vacant Units   | 0                           | 0                               | 0     |
| REO Properties           | 7                           | 0                               | 7     |
| Abandoned REO Properties | 0                           | 0                               | 0     |

**Table 10 - Vacant Units**

**Alternate Data Source Name:**

Vacant Units

**Data Source Comments:** City of Burlington Code Enforcement Office, April 2013

## Need for Owner and Rental Rehabilitation

As noted previously, Burlington's housing stock is among the oldest in the nation. Over 45% of the City's housing units were built before 1950. These older units generally mean higher costs for maintenance, heat and insurance and a high incidence of lead paint. Given the age of the housing stock, most housing units, whether owner-occupied or rental units, are in need of some level of repair or rehabilitation. According to a 2013 report from the City of Burlington's Assessor's Office, there are 24 single family homes whose need for rehabilitation exceeds the appraised value of the home; some of these homes were built in the 1800's. There are also 8 two-family and 2 three-family homes in the same category.

There is an acute need to help low-income homeowners make repairs that allow them to improve and retain their housing, and to help make the homes of low-income tenants and homeowners accessible. Creating new homeowners and retaining existing homeowners is the single best way for low and moderate-income households to build family wealth, maintain economic independence and move out of poverty. Providing technical and financial assistance for rehab allows low-income families to spend their money on other essential needs and enables personal savings. The overall impact of assisting with housing rehab for both owners and renters extends far beyond the house to improve the overall health and stability of low-income households and neighborhoods. With affordable and stable housing costs, people living in poverty are better able to meet their basic needs and achieve their self-sufficiency goals while improving their credit ratings and enjoying a better standard of living.

## Estimated Number of Housing Units Occupied by Low or Moderate Income Families with LBP Hazards

'Target housing' under the Residential Lead-Based Paint Hazard Reduction Act of 1992, means any housing constructed prior to 1978. The closest census data break out point is housing units built prior to 1980. Using that cut-off point to estimate the number of units which may contain lead-based paint hazards, the following are occupied by families with children ages 6 and younger: Based on the age of housing, for owner-occupied housing, the greatest risks for families overall would

appear to be in the New North End (census tracts 1 and 2) and in census tract 8, which includes the 'Five Sisters' neighborhood. For rental housing, the greatest risks for families would appear to be in census tract 2, the Old North End (census tracts 3 and 4), Ward One (census tract 6) and the King Street and Lakeside neighborhoods (census tract 10). However, Northgate, in census tract 2, with 336 units, has been tested to be lead-free, so the risk of lead paint hazards in that census tract is less than the age of housing would indicate. In 1995, over 19% of the children ages one and two tested in the City had elevated levels of lead in their blood. Of those children, 3.6% had severely elevated levels. Those percentages have declined significantly, though cases of severe poisoning still occur.

## **Discussion**

The housing market in Burlington remains strong despite the prolonged national and regional recession. Despite the age of the housing stock in Burlington, there are few vacant or abandoned buildings.

Because property values are so high, abandonment is not an issue in Burlington. And, in 1999, the Burlington City Council adopted an ordinance designed to discourage vacant and abandoned buildings. At that time, there were approximately 20 to 30 such buildings scattered throughout the City. The Code Enforcement Office re-committed to enforcing the ordinance in 2005. The Code Enforcement Office manages the Vacant Building Program in order to ensure public safety, protect property values and preserve the existing housing stock. The number of vacant buildings is estimated at twelve. Nearly all of the remaining vacant properties are deemed suitable for housing rehabilitation. Due to the strong local economy and an award-winning vacant building program, Burlington has avoided the abandonment and widespread vacant building situation that plagues many cities.

## MA-25 Public and Assisted Housing

### Introduction

The Burlington Housing Authority (BHA) continues to be a designated "High Performer" for the Section 8 Housing Choice Voucher Program. BHA supports an affiliate nonprofit organization, Burlington Supportive Housing Initiatives, Inc. (BSHI), which has 501(c)(3) status. The purpose of this nonprofit is to develop affordable, supportive housing initiatives and to expand the resident service programs of the BHA. In FY2009, BSHI became the fiduciary for the HELP Fund, a community partnership serving people who are homeless or at risk of homelessness.

The BHA maintained a 99% lease-up rate at its public housing properties during the last fiscal year. The Authority leased-up 50 new Family Unification Vouchers under the Section 8 Housing Choice Voucher Program while fully utilizing existing Section 8 voucher resources. Over 100 households sought to achieve financial self-sufficiency through the Family Self-Sufficiency program and over 30% of these families built savings accounts for homeownership or other goals.

### Totals Number of Units

|  | Program Type |           |                |          |                |               |                                     |                            |            |
|--|--------------|-----------|----------------|----------|----------------|---------------|-------------------------------------|----------------------------|------------|
|  | Certificate  | Mod-Rehab | Public Housing | Vouchers |                |               |                                     |                            |            |
|  |              |           |                | Total    | Project -based | Tenant -based | Special Purpose Voucher             |                            |            |
|  |              |           |                |          |                |               | Veterans Affairs Supportive Housing | Family Unification Program | Disabled * |
| # of units vouchers available  | 0            | 0         | 343            | 1,581    | 150            | 1,431         | 0                                   | 2,700                      | 3,556      |
| # of accessible units  |              |           |                |          |                |               |                                     |                            |            |
| # of FSS participants  |              |           |                |          |                |               |                                     |                            |            |
| # of FSS completions   |              |           |                |          |                |               |                                     |                            |            |
| *includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition |              |           |                |          |                |               |                                     |                            |            |

**Table 11 – Total Number of Units by Program Type**

**Data Source:** PIC (PIH Information Center)

## **Burlington Housing Authority - Public Housing Units**

| <b>Riverside</b> | <b>48</b> | <b>Families</b>  |
|------------------|-----------|------------------|
| Hillside Terrace | 26        | Families         |
| Franklin Square  | 60        | Families         |
| Decker Towers    | 159       | Elderly/Disabled |
| No. Champlain    | 50        | Elderly/Disabled |
| Total            | 343       |                  |

**Table 1 – BHA Public Housing Units**

### **Supply of Public Housing Development**

The Burlington Housing Authority (BHA) has an approved five year and annual Public Housing Agency plan which covers all of the 343 units of public housing in the City:

The Public Housing units are all in good physical condition, as evidenced by the HUD Real Estate Assessment Center physical inspections conducted in September 2012, with a score of 97 for elderly/disabled housing and 89 for family housing.

BHA has been designated a High Performer under the Public Housing Assessment System (PHAS) advisory score, with a score of 97 on 9/20/2012.

Because of the age of the buildings, extensive capital improvements are required over the next ten years. BHA is challenged in its efforts to appropriately maintain its public housing developments due to the continuing reductions in Capital Fund awards and HUD's recapture of its reserves. The City supports BHA's Capital Improvement Strategy and the preservation of these public housing units in the community.

BHA conducted an updated 504 analysis of its public housing developments and rental assistance program in fiscal year 2001 and has implemented recommendations contained in that analysis.

## Public Housing Condition

| Public Housing Development       | Average Inspection Score |
|----------------------------------|--------------------------|
| Public Housing Assessment System | 97                       |

Table 12 - Public Housing Condition

## Restoration and Revitalization Needs

The Burlington Housing Authority's public housing developments are fully occupied. Capital improvement planning for the next five years focuses on interior renovations of kitchens and bathrooms, appliance replacement, roof replacements at Decker Towers and 10 N. Champlain Street and baseboard heat replacement at Decker Towers. BHA's ability to stay current on capital improvement needs is compromised by the continued reduction in Capital Fund grants and the impact of sequestration.

## Strategy of Improving the Living Environment of low- and moderate Income Families

BHA endeavors to provide a good living environment in its family developments through effective screening and strict lease enforcement. The Housing Authority supports programs such as the DREAM mentoring program and the Summer Lunch program. BHA seeks additional grant opportunities, such as the HUD ROSS program, in order to be able to provide support for families trying to achieve economic self-sufficiency.

In its public housing for elderly and disabled households, BHA provides the Wellness and SASH program, which encourage community building and coordinate supports to enable individuals to continue to live independently. Seniors and people with disabilities living in our high-rise units have access to in-house social activities, workshops, and community service referrals through the Wellness Programs. Low cost housekeeping assistance is also available in some locations. Through the support of HUD Neighborhood Networks funding, BHA was able to open four Technology Centers, located at Decker Towers, Franklin Square, North Champlain Street apartments, and Riverside Apartments. These centers are open to residents of BHA public housing and Section 8, as well as people referred by our partnering agencies (Vocational Rehabilitation and VT Works for Women).

The Authority continued a program to address the housing and service needs of a growing African immigrant population.

## MA-30 Homeless Facilities

### Introduction

The facilities and housing available to the homeless are described in this section. Emergency shelters are designed for short-term stays for individuals and families. There are two emergency shelters serving single adults including veterans: COTS Waystation and Burlington Emergency Shelter. COTS operates the Firehouse and Main Street Family Shelters for households with children. COTS Daystation is a drop-in center for homeless adults and families and is the central location for accessing support services. The confidential shelter operated by Women Helping Battered Women serves homeless women and children fleeing domestic violence. Spectrum Youth and Family Services operates a shelter for homeless youth. Each shelter offers case management and housing search assistance to help participants move quickly out of shelter into transitional or permanent housing, with necessary follow-up support for maintaining housing.

COTS provides transitional housing to homeless individuals and families. The Howard Center's Transitional Housing Programs provide transitional housing for homeless persons with mental illnesses. Spectrum provides transitional housing for youth in the community. Transitional housing is available for women exiting corrections, for victims of domestic violence as well as veterans.

Burlington's inventory of permanent supportive housing includes a range of SRO housing. In addition, a wide variety of permanent housing options exist due to the collaborative efforts of city government, local public housing authorities, nonprofit housing developers, and private landlords.

### Facilities Targeted to Homeless Persons

|   | Emergency Shelter Beds          |                                    | Transitional Housing Beds | Permanent Supportive Housing Beds |                   |
|---|---------------------------------|------------------------------------|---------------------------|-----------------------------------|-------------------|
|   | Year Round Beds (Current & New) | Voucher / Seasonal / Overflow Beds | Current & New             | Current & New                     | Under Development |
| Households with Adult(s) and Child(ren) | 59                              | 0                                  | 34                        | 4                                 | 0                 |
| Unaccompanied Youth                     | 56                              | 0                                  | 32                        | 56                                | 14                |
| Households with Only Adults             | 0                               | 0                                  | 15                        | 45                                | 0                 |
| Chronically Homeless Households         | 0                               | 0                                  | 35                        | 0                                 | 0                 |
| Veterans                                | 8                               | 0                                  | 8                         | 9                                 | 0                 |

**Table 13 - Facilities Targeted to Homeless Persons**

**Alternate Data Source Name:**

VT - 501 2013 Housing Inventory Chart

**Data Source Comments:**

Consolidated Plan

BURLINGTON

MA-23

2013 Housing Inventory Chart

| Year | Prog. Type | Organization Name              | Program Name                             | Geographic Code | Bed Type            | Target Pop. A | McKinney- Vento | Beds HH w/ Children | Beds HH w/o Children | Beds HH w/ only Children | CH Beds  | Year-Round Beds | PIT Count | Total Beds | Utilization Rate |
|------|------------|--------------------------------|--|-----------------|---------------------|---------------|-----------------|---------------------|----------------------|--------------------------|----------|-----------------|-----------|------------|------------------|
| 2013 | ES         | Burlington Emergency Shelter   | Burlington Emergency Shelter             |                 | Facility-based beds | SMF           | No              | 0                   | 20                   | 0                        |          | 20              | 10        | 20         | 50%              |
| 2013 | PSH        | Burlington Housing Authority   | Howard Center (SPC) 20 South Willard SRO |                 |                     | SMF           | Yes             | 0                   | 6                    | 0                        | 0        | 6               | 6         | 6          | 100%             |
| 2013 | PSH        | Burlington Housing Authority   | Howard Center (SPC) New Horizons         |                 |                     | SMF           | Yes             | 0                   | 8                    | 0                        | 0        | 8               | 8         | 8          | 100%             |
| 2013 | PSH        | Burlington Housing Authority   | Pathways to Housing (SPC) VT ACTS        |                 |                     | SMF           | Yes             | 0                   | 7                    | 0                        | 7        | 7               | 7         | 7          | 100%             |
| 2013 | PSH        | Burlington Housing Authority   | Safe Harbor/CHCB (SPC) Housing First     |                 |                     | SMF+HC        | Yes             | 0                   | 13                   | 0                        | 8        | 13              | 13        | 13         | 100%             |
| 2013 | PSH        | Burlington Housing Authority   | Spectrum (SPC) 141 Maple SRO             |                 |                     | YMF           | Yes             | 0                   | 9                    | 0                        | 0        | 9               | 9         | 9          | 100%             |
| 2013 | PSH        | Champlain Housing Trust        | Sarah Cole House SRO                     |                 |                     | SF            | No              | 0                   | 12                   | 0                        | 0        | 12              | 12        | 12         | 100%             |
| 2013 | TH         | Committee on Temporary Shelter | Canal Street                             |                 |                     | SMF+HC        | No              | 14                  | 12                   | 0                        |          | 26              | 24        | 26         | 92%              |
| 2013 | ES         | Committee on Temporary Shelter | Firehouse Family Shelter                 |                 | Facility-based beds | HC            | Yes             | 16                  | 0                    | 0                        |          | 16              | 16        | 16         | 100%             |
| 2013 | ES         | Committee on Temporary Shelter | Main Street Family Shelter               |                 | Facility-based beds | HC            | Yes             | 33                  | 0                    | 0                        |          | 33              | 33        | 33         | 100%             |
| 2013 | TH         | Committee on Temporary Shelter | Smith House                              |                 |                     | SMF           | No              |                     | 7                    |                          |          | 7               | 6         | 7          | 86%              |
| 2013 | PSH        | Committee on Temporary Shelter | Smith House                              |                 |                     | HC            | No              | 4                   | 0                    | 0                        | 0        | 4               | 2         | 4          | 50%              |
| 2013 | PSH        | Committee on Temporary Shelter | St. John's Hall Mod/Rehab SRO            |                 |                     | SMF           | No              |                     | 21                   |                          | 15       | 21              | 21        | 21         | 100%             |
| 2013 | PSH        | Committee on Temporary Shelter | The Wilson                               |                 |                     | SM            | No              | 0                   | 22                   | 0                        | 15       | 22              | 22        | 22         | 100%             |
| 2013 | ES         | Committee on Temporary Shelter | Waystation                               |                 | Facility-based beds | SMF           | Yes             | 0                   | 36                   | 0                        |          | 36              | 33        | 36         | 92%              |
| 2013 | TH         | Howard Center                  | Branches                                 |                 |                     | SMF           | Yes             | 0                   | 6                    | 0                        |          | 6               | 6         | 6          | 100%             |
| 2013 | TH         | Howard Center                  | Safe Haven                               |                 |                     | SMF           | Yes             | 0                   | 7                    | 0                        |          | 7               | 5         | 7          | 71%              |
| 2013 | ES         | Spectrum                       | Emergency Shelter                        |                 | Facility-based beds | YMF           | Yes             | 0                   | 8                    | 0                        |          | 8               | 8         | 8          | 100%             |
| 2013 | TH         | Spectrum                       | Pearl Street SRO                         |                 |                     | YMF           | Yes             |                     |                      | 8                        |          | 8               | 6         | 8          | 75%              |
| 2013 | ES         | VT Agency of Human Services    | Emergency Motel Voucher Program          |                 | Voucher beds        | SMF+HC        | No              | 137                 | 82                   |                          |          | 219             | 219       | 219        | 100%             |
| 2013 | PSH        | VT State Housing Authority     | VASH                                     |                 |                     | SMF+HC        | No              | 2                   | 23                   | 0                        | 25       | 25              | 25        | 25         | 100%             |
| 2013 | TH         | Women Helping Battered Women   | Scattered Site                           |                 |                     | SFHC          | No              | 6                   | 0                    | 0                        |          | 6               | 6         | 6          | 100%             |
| 2013 | TH         | Women Helping Battered Women   | Sophie's Place                           |                 |                     | SFHC          | No              | 20                  | 4                    | 0                        |          | 24              | 23        | 24         | 96%              |
| 2013 | ES         | Women Helping Battered Women   | WHBW Shelter                             |                 | Facility-based beds | SFHC          | Yes             | 10                  | 4                    | 0                        |          | 14              | 9         | 14         | 64%              |
|      |            |                                |  |                 |                     |               |                 | Sum : 242           | Sum : 307            | Sum : 8                  | Sum : 70 | Sum : 557       | Sum : 529 |            |                  |



**Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons**

The Continuum of Care's participating agencies and direct service personnel ensure that homeless persons receive all mainstream benefits for which they are qualified. Non-cash benefits include food stamps, WIC, TANF Child Care Services, TANF Transportation Services, temporary rental assistance, Section 8/Public Housing, and health care. Over 60% of participants who exit the CoC programs receive mainstream non-cash benefits. Cash mainstream benefits include Social Security/Disability, unemployment insurance, Veteran's disability/pension or other Veteran benefits, TAF, general assistance and child support. The success of this initiative is due in part to a single form utilized for the State of Vermont within our Agency of Human Services, Economic Services Division. Participants, along with their case managers, can fill out this application online for 12 mainstream benefit programs. The online process also allows for ongoing follow up by the participant and case manager. This user-friendly system has contributed to the success for our participants. CoC agencies can receive training from Hunger Free VT to increase the use of this application and resulting mainstream benefits.

The State also offers Mental Health and Rental Subsidies and leads the nation in a single payer health care model. The City is home to the Community Health Centers of Burlington, a Federally Qualified Health Care Center which includes the Safe Harbor Health Center, which offers dental services and Homeless Health Care Program services and walk-in appointments for adults and families experiencing homelessness.

Meaningful employment that offers a living wage and opportunities for growth and advancement is a key part of long-term housing stability, can have a stabilizing effect on mental health and/or substance abuse recovery, and helps prevent future homelessness. Continuum of Care agencies offer an array of employment services to increase self-sufficiency through employment, training, and career opportunities for homeless and formerly homeless individuals. Agency programs include:

- Job skills development
- Support groups for job seekers
- Job bank/positions with 'friendly' employers

Partnerships with existing employment/training agencies and programs include:

- ReSOURCE (a poverty relief agency and CoC member), which provides low-income and homeless students with job training, life skills and career development classes, and job search support.
- Job Placement/Training: CoC will work with the Department of Labor and Voc Rehab to increase employment, training, and educational advancement for homeless and formerly homeless individuals by increasing employment service connections with housing providers, cross-training between housing and workforce staff, and job retention services.

**List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.**

Continuum of Care services for the homeless in Greater Burlington are delivered through a consortium of nonprofit organizations, faith-based organizations, housing developers, government agencies and the Burlington Housing Authority. Components include homeless prevention, outreach, emergency shelter, supportive services, transitional and permanent supportive housing. Local agencies provide outreach and support services including food, shelter, and health care for the chronically homeless. Using the Housing First model, the Continuum expects to increase the number of permanent supportive housing units for this population. In addition, there are programs that work with local landlords to reduce the barriers of renting to the chronically homeless. Several current programs house the chronically homeless. The Burlington Housing Authority is committed to increasing the number of Non-Elderly Disabled Housing Choice Vouchers for this homeless population.

There are 3 Emergency Shelters, 2 Transitional Housing and 2 Permanent Supportive Housing programs that provide housing and services for families with children. The children in these programs have access to education, proper nutrition, health care and transportation to and from school. Families are housed together in the same room at the shelters. Local agencies also provide homeless prevention services for families to keep them housed which includes security deposits, financial counseling, case management and other supportive services. The incidence of unsheltered families in the City is very rare.

The CoC partners with local and state organizations and landlords to combat homelessness among veterans. Many veterans have transitioned into permanent housing. Canal Street in Winooski houses 28 veterans in both transitional and permanent housing. Twenty-one VASH vouchers are administered in Chittenden County. Outreach increased to local veterans at our local shelters due to a local VA Case Manager who serves on the CoC steering committee. Previously unidentified veterans were enrolled in VA care and many are housed through VA housing programs. Calls coming into the National Call Center for Homeless Veterans are connected to the HUD VASH Case Manager. In the future, the Housing First approach will be implemented within HUD VASH. Also housing retention and rapid re-housing with low income veteran families will be addressed with two Supportive Services for Veteran Families grants awarded to two organizations in Vermont.

The CoC includes a partner, Spectrum Youth & Family Services, which provides emergency services to youth ages 16-22 who have run away, are homeless, or at risk of homelessness. They provide supported housing through their Emergency Shelter (8 beds), the Maple Street Program (SRO - in partnership with BHA) (9 beds) and the Pearl Street Program (8 beds) for youth who have left foster care and are homeless. All Spectrum youth are provided with individual/family counseling, mental health/substance abuse assessment and treatment, case management, medical services, educational planning, employment support, life skills, job training, and mentoring. Spectrum places a high value on helping youth identify and stay connected to positive family/adults. Spectrum works

in partnership with more than 35 local providers and institutions, including CoC programs, law enforcement, schools, colleges, and workforce services.

## **MA-35 Special Needs Facilities and Services**

### **Introduction**

This section of the Plan describes the facilities and services that assist persons who are not homeless but require supportive housing. This population includes the elderly, frail elderly, persons with disabilities (mental, physical and developmental), persons with alcohol or other drug addictions and persons with HIV/AIDS and their families. Also included in this section are those being discharged from systems of care, ensuring they are not discharged into homelessness.

**Including the elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addictions, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs**

The elderly population in the City is faced with challenges to maintain an independent living environment. The supportive housing needs include in home care, assistance with daily tasks and personal care, special transportation, meals and nutritional support, and the physical aspects of aging in place. Cathedral Square has 348 units in 12 locations in Burlington. These homes serve the elderly and individuals or families with special needs. The waiting list for these units hovers between 700 and 1,000 people. Cathedral Square is opening Phase II of Thayer House in Burlington during the summer of 2013. Three hundred seniors have expressed an interest in applying for this affordable housing or over 8 people for each unit. The need for additional affordable housing for this sector is extremely high. Cathedral Square has created the Support And Services at Home (SASH) initiative which is an integrated network of home and community-based providers, Fletcher Allen Health Center and Blueprint for Health primary care providers to meet this growing need. Service-enriched housing needs for the population with severe mental illness range from affordable, independent apartments with support services provided by visiting mental health workers to 24-hour supervised “group home” settings. Right now, there is a need for additional supportive housing at all levels for those living with severe mental illness.

Substance abuse treatment and recovery for the 3,300+ residents require affordable, appropriate, alcohol-free and drug-free housing with a range of management and supportive services, from a high level of on-site management (for treatment and early recovery) to self-management in housing such as Oxford Houses to self-management in an at-home setting.

Twenty-one individuals are served with HOPWA through three member agencies of the CoC - Vermont Cares, Champlain Housing Trust and the Burlington Housing Authority.

**Describe programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing**

The recently approved statewide 10-Year VT Plan to End Homelessness included a goal to create an accountability system to ensure all institutions, including mental health care, do not routinely discharge people into homelessness or homeless program. In 2012, the State of VT created a new state-funded Mental Health Subsidy & Care Program, modeled on the HUD Shelter+Care Program. The DMH S&C

Program targets assistance towards homeless persons in hospitals to ensure a successful discharge into housing, not homelessness or McKinney-Vento funded programs. DMH S&C supplements existing state-funded MH housing programs (VT Housing Contingency/Recovery Funds) through the provision of one-time housing-related costs and/or ongoing rental assistance.

Hospital staff prepare a discharge plan for the homeless person with psychiatric and/or co-occurring substance use disorders to return to the community. The goal of the process is to provide individuals with full access to available mainstream resources, supportive services and appropriate housing. Persons routinely discharged from a mental health treatment or community bed receive state-funded assistance through the VT Dept. of Mental Health Subsidy & Care Program, VT DMH Housing Contingency Fund and the VT DMH Housing Recovery Fund. In addition, the VT DMH and Community Mental Health Agencies collaborate with the Burlington Housing Authority and other affordable housing agencies to utilize Section 8 Housing Choice Voucher Programs for tenant-based rental assistance and project-based rental assistance units funded by the Low-Income Housing Tax Credit Program.

Patients are routinely discharged to HowardCenter transitional or step-down programs such as Second Spring, Meadowview, Next Door Program, and 72 No. Winooski group home which are not McKinney Vento funded programs.

**Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. 91.315(e)**

Within the next 12 months, the Burlington Housing Authority is building 14 units of permanent supportive housing and renovating two units for a total of 16 new units. In addition, 39 new units for the elderly are being constructed at Thayer Commons. These units will be leased by Cathedral Square; and in this mixed income and mixed use property, there is convenient access to a grocery store and public transportation. At least one access modification will be performed by the Burlington Housing Initiatives Program. Champlain Housing Trust will be overseeing significant capital improvements on four properties that are used to house 39 people with mental disabilities and/or substance abuse dependencies. Champlain Valley Area Agency on Aging will provide case management and options counseling for seniors to help them identify resources, goals and options to remain independent with dignity in the setting of their choice. HomeShare Vermont will provide housing and caregiving matches to seniors or persons with disabilities to enable them to remain in their homes. All these projects and activities will be undertaken during this next year to address the housing and supportive services needs for persons with special needs.

## **MA-40 Barriers to Affordable Housing**

### **Negative Effects of Public Policies on Affordable Housing and Residential Investment**

The cost of housing is affected by public policies controlled at the local level in the following ways:

- Imposing requirements for parking and limiting the height, maximum lot coverage and housing density certainly affect the cost of new housing.
- planBTV asserts that the City's "Inclusionary Housing requirements can make it difficult for developers to provide moderately-priced housing as the subsidy required to provide the affordable units pushes the cost of the market-rate units out of reach for many young professionals and empty-nesters."
- planBTV also asserts that "development in Burlington is hindered by a highly uncertain approval process."
- A private developer has recently argued that the City's zoning application fees are excessive and constitute a barrier to new development.
- The City Council is currently considering an amendment to the Zoning Ordinance that would eliminate the requirement that all new buildings in the downtown must be at least 50% commercial. This is viewed as a barrier to new housing development.
- Housing rehab is sometimes made more costly by the City's requirements in these areas:
  1. Historic preservation
  2. Energy efficiency
  3. Lead-based paint
  4. Accessibility
  5. Fire safety

## MA-45 Non-Housing Community Development Assets

### Introduction

This section of the Plan provides a wealth of data and information regarding the local economic condition of the City of Burlington and compares the ability of the local workforce to satisfy the needs of local businesses. It analyzes the industry sectors by size and growth, the labor force and unemployment rates, commuting trends, education attainment, workforce training initiatives and economic development initiatives.

As the State's largest city, Burlington must continue to be an economic engine for the region and the State. Burlington is the largest job center in Chittenden County with 26% of the County's workforce, according to the American Community Survey 2009-2011. Thirty percent of Burlington's workforce has attained a Bachelor's degree, and conversely only 2% of the population did not complete high school. Based on the tables below, those workers who attained a high school diploma or less have median earnings of significantly less than their educated counterparts.

According to the 2009 American Community Survey, 55% of Burlington's workers drove to work alone and 10% carpooled. The commute time for 84% was less than 30 minutes as noted below.

Economic development initiatives will combine assistance to large businesses and microenterprises to stimulate job creation and retention, policy and planning efforts to enable development, workforce training initiatives to educate the workforce to meet local needs, and facilitate large scale development and infrastructure projects to stimulate economic development.

### Economic Development Market Analysis

#### Business Activity

| Business by Sector                            | Number of Workers | Number of Jobs | Share of Workers % | Share of Jobs % | Jobs less workers % |
|---|-------------------|----------------|--------------------|-----------------|---------------------|
| Agriculture, Mining, Oil & Gas Extraction     | 167               | 20             | 1                  | 0               | -1                  |
| Arts, Entertainment, Accommodations           | 3,342             | 1,865          | 16                 | 6               | -10                 |
| Construction                                  | 589               | 1,052          | 3                  | 4               | 1                   |
| Education and Health Care Services            | 6,629             | 16,809         | 31                 | 56              | 25                  |
| Finance, Insurance, and Real Estate           | 731               | 1,121          | 3                  | 4               | 1                   |
| Information                                   | 579               | 695            | 3                  | 2               | -1                  |
| Manufacturing                                 | 1,523             | 1,025          | 7                  | 3               | -4                  |
| Other Services                                | 1,045             | 832            | 5                  | 3               | -2                  |
| Professional, Scientific, Management Services | 1,775             | 1,463          | 8                  | 5               | -3                  |
| Public Administration                         | 520               | 620            | 2                  | 2               | 0                   |
| Retail Trade                                  | 3,043             | 3,108          | 14                 | 10              | -4                  |
| Transportation and Warehousing                | 480               | 971            | 2                  | 3               | 1                   |

| Business by Sector | Number of Workers | Number of Jobs | Share of Workers % | Share of Jobs % | Jobs less workers % |
|--------------------|-------------------|----------------|--------------------|-----------------|---------------------|
| Wholesale Trade    | 706               | 250            | 3                  | 1               | -2                  |
| Total              | 21,129            | 29,831         | --                 | --              | --                  |

**Table 15 - Business Activity**

**Data**

**Source:** 2005-2009 ACS (Workers), 2010 ESRI Business Analyst Package (Jobs)

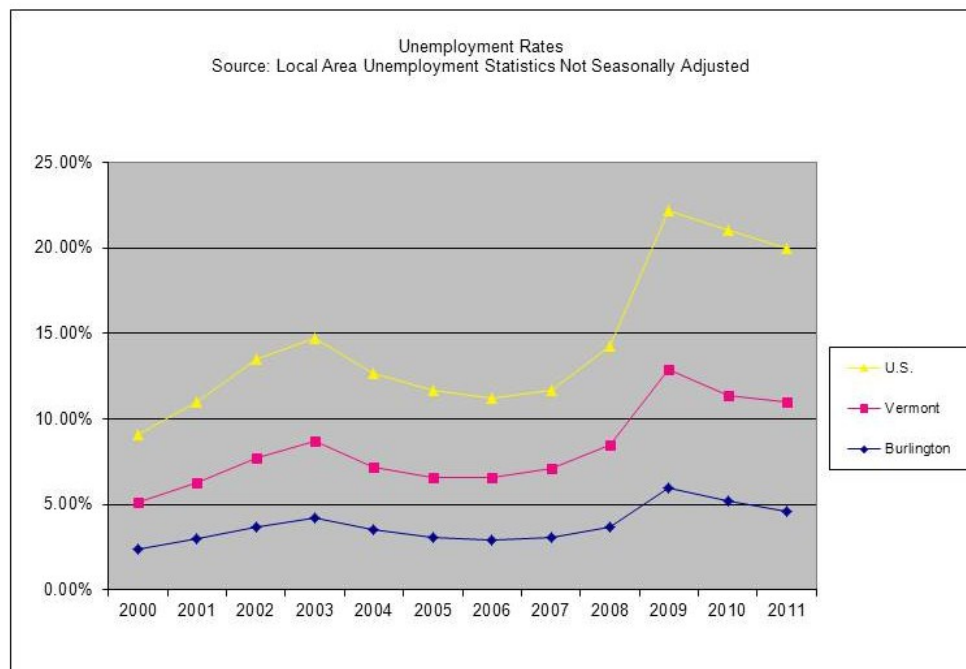
## Labor Force

|  |        |
|--|--------|
| Total Population in the Civilian Labor Force   | 22,805 |
| Civilian Employed Population 16 years and over | 21,129 |
| Unemployment Rate                              | 7.35   |
| Unemployment Rate for Ages 16-24               | 20.53  |
| Unemployment Rate for Ages 25-65               | 4.07   |

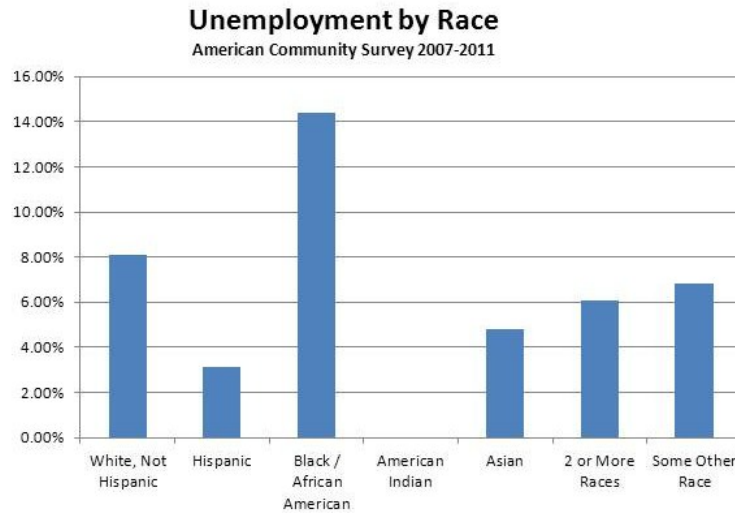
**Table 16 - Labor Force**

**Data Source:** 2005-2009 ACS Data

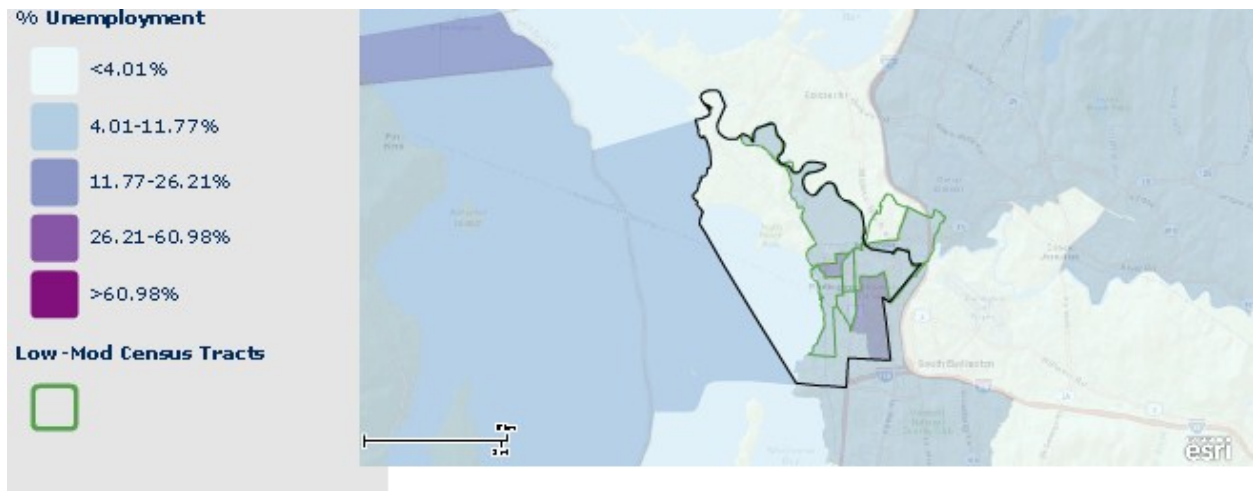
## Unemployment Rate Comparison







### % of Unemployment



### Unemployment and Jobs

Burlington’s unemployment rate continues to track state and national rates, but at a lower level, as noted in the preceding graph.

Examining unemployment by race, Black/African Americans have a higher incidence of unemployment than all other races showing racial disparity in the employment sector. Most of the jurisdiction maintains the low unemployment rate; however, one census tract area, as represented in the preceding map, displays a higher percentage of unemployment.

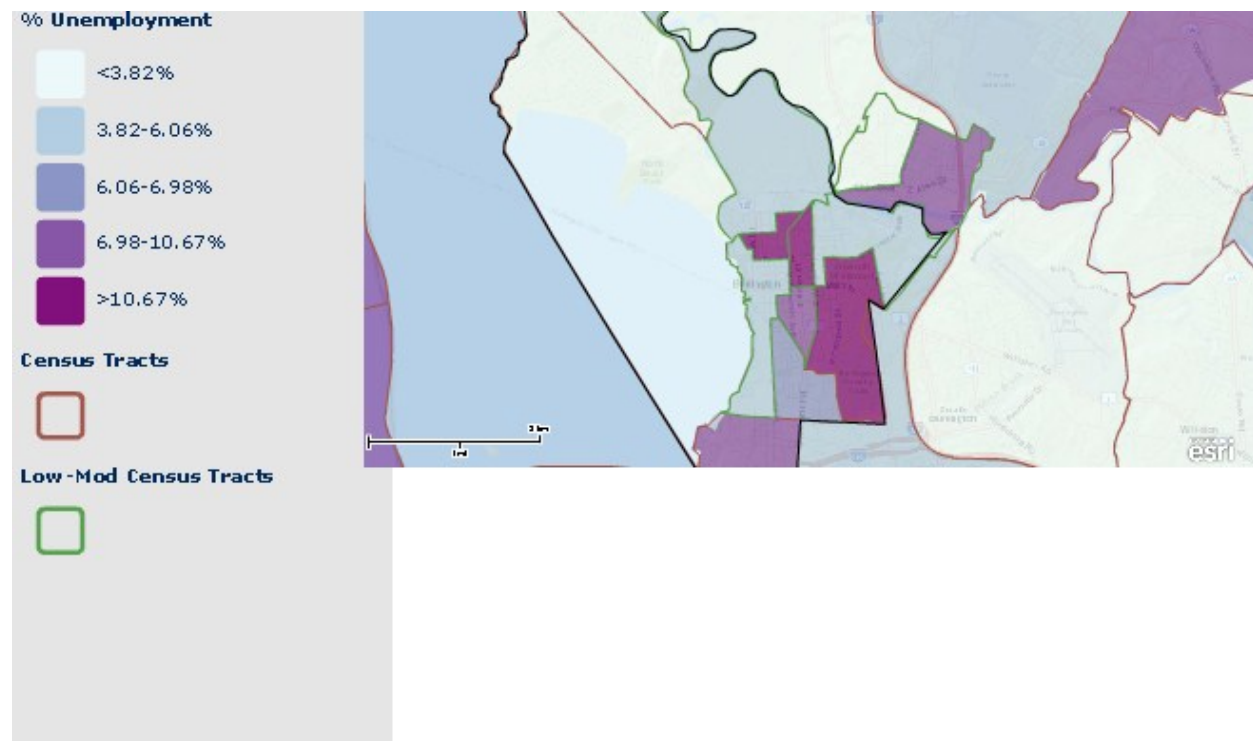
With job creation scoring 4th in our recent community needs survey, it is no surprise that several of our respondents commented about the need for more jobs and livable wages.

"We need more jobs paying a livable wage."

"We need better pay."

"Raise the minimum and livable wage."

### Unemployment by Census Tracts



### Occupations by Sector

|  |       |
|--|-------|
| Management, business and financial               | 7,753 |
| Farming, fisheries and forestry occupations      | 104   |
| Service  | 4,901 |
| Sales and office                                 | 5,669 |
| Construction, extraction, maintenance and repair | 1,009 |
| Production, transportation and material moving   | 1,693 |

**Table 17 – Occupations by Sector**

**Data Source:** 2005-2009 ACS Data

## Travel Time

| Travel Time        | Number        | Percentage  |
|--------------------|---------------|-------------|
| < 30 Minutes       | 16,503        | 84%         |
| 30-59 Minutes      | 2,600         | 13%         |
| 60 or More Minutes | 461           | 2%          |
| <b>Total</b>       | <b>19,564</b> | <b>100%</b> |

**Table 18 - Travel Time**

Data Source: 2005-2009 ACS Data

## Education

### Educational Attainment by Employment Status (Population 16 and Older)

| Educational Attainment                      | In Labor Force    |            | Not in Labor Force |
|---|-------------------|------------|--------------------|
|   | Civilian Employed | Unemployed |                    |
| Less than high school graduate              | 502               | 81         | 683                |
| High school graduate (includes equivalency) | 2,781             | 191        | 648                |
| Some college or Associate's degree          | 3,447             | 206        | 785                |
| Bachelor's degree or higher                 | 6,504             | 212        | 885                |

**Table 19 - Educational Attainment by Employment Status**

Data Source: 2005-2009 ACS Data

### Educational Attainment by Age

|   | Age       |           |           |           |         |
|---|-----------|-----------|-----------|-----------|---------|
|   | 18-24 yrs | 25-34 yrs | 35-44 yrs | 45-65 yrs | 65+ yrs |
| Less than 9th grade                       | 18        | 27        | 121       | 311       | 331     |
| 9th to 12th grade, no diploma             | 244       | 236       | 163       | 408       | 415     |
| High school graduate, GED, or alternative | 1,521     | 813       | 1,004     | 1,803     | 1,373   |
| Some college, no degree                   | 8,682     | 1,086     | 583       | 1,357     | 546     |
| Associate's degree                        | 349       | 465       | 348       | 610       | 192     |
| Bachelor's degree                         | 1,396     | 2,027     | 1,256     | 1,554     | 476     |
| Graduate or professional degree           | 9         | 702       | 873       | 1,198     | 520     |

**Table 20 - Educational Attainment by Age**

Data Source: 2005-2009 ACS Data

## Educational Attainment – Median Earnings in the Past 12 Months

| <b>Educational Attainment</b>               | <b>Median Earnings in the Past 12 Months</b> |
|---|--|
| Less than high school graduate              | 16,646                                       |
| High school graduate (includes equivalency) | 25,480                                       |
| Some college or Associate's degree          | 27,093                                       |
| Bachelor's degree                           | 32,116                                       |
| Graduate or professional degree             | 44,673                                       |

**Table 21 – Median Earnings in the Past 12 Months**

**Data Source:** 2005-2009 ACS Data

### **Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?**

Education and Health Care services continue to dominate the employment sector in Burlington. Other important sectors include retail trade, and arts, entertainment and accommodations.

According to planBTV, Burlington is celebrated as one of the most creative cities in the country. “Burlington’s arts, culture and creative economy are central to the City’s identity and economic vitality. Burlington has successfully nurtured many small and emerging businesses into national prominence. Burlingtonians enthusiastically celebrate the arts, locally-produced products, crafts and foster a creative spirit...”

### **Describe the workforce and infrastructure needs of the business community**

Investments in the workforce and infrastructure needs of the business community going forward are necessary to grow the local economy.

Entrepreneurs and small businesses (who in aggregate employ thousands of people in Burlington), increasingly find it difficult to find start-up capital. Capitalization of a small business loan pool is necessary to harness the creative energy and economic drivers coming out of our local universities. Creative partnerships with funders and those universities could lead to assistance for entrepreneurs and small businesses.

Large businesses as well are experiencing difficulty in accessing long-term capital to grow. Revolving loan funds and creative sources of capital are needed to increase their ability to grow and employ Vermonters. New tools to stimulate downtown investment at a state level are needed to replace cuts to the Vermont Downtown Program and in tax credit allotments.

Burlington employers are now experiencing difficulty attracting talented workers from outside the region due to the high cost of housing and unavailability of housing units in the urban core. Burlington needs more units at all price points. From an infrastructure standpoint, much of the space in vacant upper stories of existing buildings is not functional because it is not currently accessible nor in compliance with current building codes. There are insufficient dollars to bring old

buildings built to old codes into a useable state. The tax system, overall, discourages reinvestment and redevelopment. Many current sites that would otherwise be viable sites for investment are undevelopable due to uncertainty created by the City's appeals process which needs to be examined and changed to enable smarter redevelopment choices.

Lack of downtown parking – or a perceived lack of parking – can be an obstacle to attracting businesses and visitors. New technology, infrastructure, pilot projects, and installation of a comprehensive parking management district are necessary to enable downtown economic growth. A strategy, funding vehicles, and political cooperation must be assembled to transition underutilized land to productive uses.

Streetscapes in downtown Burlington and the Pine Street Corridor are mostly in deteriorating condition, and/or inhibitors to business growth. Sidewalks are in disrepair, lighting is antiquated and inadequate, crosswalks are unsafe, and street trees are often nonexistent. A comprehensive streetscape standard is necessary to facilitate improvements to streetscapes citywide. The South End of Burlington is growing as a business corridor, but links to regional transportation networks are inadequate. Funding and political enthusiasm for the Champlain Parkway project is critical to the area's continued success, as are investments in infrastructure upgrades to the signalization of the corridor.

Continued investment in our City parks is also critical to provide the amenities that small and large businesses look for when seeking places to grow, particularly in Waterfront and City Hall Parks.

**Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.**

In the next decade, there are several significant investments and initiatives that will affect job and business growth.

- The Champlain Parkway will bring needed connectivity to Burlington, particularly its South End and the Pine Street Corridor
- The Public Investment Action Plan will determine how millions of dollars of Tax Increment Financing will be spent along the Waterfront and in the Downtown
- Redevelopment of City Hall Park will energize Burlington's downtown core
- planBTV will continue to be a guiding force leading to collaboration of investments and energy
- Harbor and marina investments will grow the economic vitality of our lakeshore
- Brownfield remediation and permitting work will unlock the development potential of the Railyard Enterprise zone, the Barge Canal area, and potentially parts of the Urban Reserve
- Creation of a comprehensive parking management district, coupled with zoning changes, could unlock downtown development, and possibly bring new revenues to the City
- An evaluation and changes to the permitting and zoning system could make it easier for developers to make investments

- Investments by the local universities in their physical plants and curriculum will add new skilled labor to the workforce
- Public/private partnerships at the airport could create new industries and jobs in the aviation sector
- Large growth by some of our larger employers, including Fletcher Allen Health Care, Dealer.com, Blodgett, Mywebgrocer, City Market, Green Market Coffee Roasters and Burton could add new economic vitality to the region, but also strain local infrastructure
- 

There will be need for infrastructure improvements including transportation, waterfront, stormwater, streets, utilities and parking for many of the projects listed. Brownfield remediation will be needed in the Railyard Enterprise zone, Barge Canal and Urban Reserve. Partnerships with local employers will be coordinated with Champlain Parkway, Harbor and Marina upgrades and universities. These investments add economic opportunities, improve the living environment and access to goods and services for low and moderate income residents and more.

Workforce development will be a key component of large employer growth including the following:

- Fletcher Allen Health Care – workforce development and coordination, site development
- Dealer.com - workforce development and coordination, site development, streetscape improvements, parking
- Blodgett – connections to transportation infrastructure
- My Web Grocer - workforce development and coordination
- City Market expansion - workforce development and coordination, site development, streetscape improvements, parking
- Green Mountain Coffee Roasters - workforce development and coordination, site development, streetscape improvements, parking
- Burton - workforce development and coordination, site development, streetscape improvements, parking

### **How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?**

The workforce training system is also not always as nimble as it needs to be in responding to workforce needs. Growing employers such as Dealer.com, My Web Grocer, and VEIC increasingly are looking beyond Vermont's borders for workers with the skills to get and retain jobs within the tech industry. The local universities graduate hundreds of students annually who want to remain in Vermont – but those graduates do not have the necessary business skills and/or specific skills needed to get the jobs being produced locally. There is a severe disconnect. A strategy to better incent the universities and trade schools to meet the needs of local employers is needed as well as collaboration (and possibly funding) between employers and specific job readiness programs. More local control of and community input into job training programs would make those programs more responsive to local needs.

Large numbers of unemployed and underemployed residents have significant skill deficits and barriers to employment that prevent them from successfully attaching to the workforce. Public

workforce training funding, however, is usually subject to successful outcome requirements which promote risk aversion and make it easier to fund training for laid-off high wage earners than for disadvantaged, at-risk individuals.

In addition, federal funding for workforce training has been shrinking almost to the vanishing point. While the recent work of Vermont's Next Generation Commission has increased state resources in this area, there is still insufficient funding to address many barriers to economic self-sufficiency.

**Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan**

There are a number of local business associations and organizations, which include:

The Burlington Business Association (BBA), a nonprofit organization whose purpose is to maintain and enhance the economic vitality of the Burlington Central Business District and the waterfront. BBA assists with most economic development initiatives, but will have a special focus on parking and downtown growth.

GBIC, a nonprofit regional development corporation which fosters industrial and economic growth in Chittenden County. GBIC specifically will work with CEDO on large employer growth, as well as linking CEDO to state resources.

The Lake Champlain Regional Chamber of Commerce develops, coordinates and sustains a regional network of educational and career opportunities through the School-to-Work collaborative and promotes a healthy economic environment in the region.

The South End Arts & Business Association (SEABA) preserves and promotes the artistic and economic viability of the "South End" of Burlington, including providing technical assistance and linking arts and technical-based businesses. SEABA will continue to have a specific focus on the Pine Street Corridor, and thus the Champlain Parkway, Barge Canal, and Railyard Enterprise Project. Vermont Businesses for Social Responsibility (VBSR), which fosters a business ethic that recognizes the opportunity and responsibility of the business community to set a high standard for protecting the natural, human and economic environments of Vermont's citizens.

The Vermont Software Developers' Alliance is a trade association dedicated to fostering a healthy software industry. VTSDA will continue to help specifically in workforce strategy around the growing tech sector.

The Workforce Investment Board (WIB) is responsible for coordinating and facilitating the implementation of regional workforce development strategies.

There are a number of nonprofit workforce and business training and technical assistance organizations, which include:

The Burlington Technical Center (BTC) provides technology and career education to high school and adult students in a number of areas. The BTC is particularly active moving forward aviation programs.

The CVOEO Micro Business Development Program provides technical assistance and training to low-to moderate-income Vermonters who own or intend to start a small business, including free one-on-one business counseling.

The Intervale Center supports financially viable and environmentally sustainable agriculture, managing 354 acres of farmland, nursery, compost production, trails, and wildlife corridors along the Winooski River.

Vermont HITEC offers workforce training programs in the field of information technology. Vermont Works for Women helps women and girls explore, pursue and excel in nontraditional careers that pay a livable wage.

**Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?**

**If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.**

Yes.

The following initiatives are noted in the CEDS and coordinate with the Consolidated Plan to remediate brownfields, create greater access to and a more suitable living environment for recreation and quality of life, improve infrastructure, transportation access, public facilities and create economic growth.

- Railyard Enterprise District - Develop and build out new street grid including bike/ped/, mixed use, green space and connections to the lake and bike path
- Redevelopment of 453 Pine to allow growth in the South End. Redevelopment of King Street Dock Site / Ferry Yard Relocation - Relocation of maintenance yard, and redevelopment of King Street dock site and ferry terminal - mixed use development
- Marina Expansion and Long-term Improvements - In conjunction with planBTV, the Parks Master Plan, and an assessment of the existing Boathouse, improve/renovate/replace the Boathouse, increase transient and seasonal boater slips, and improve land side amenities.
- Town Center Mall redevelopment - Mixed use redevelopment and streetscape improvement
- Cherry Street Streetscape - Creating walkable environment and links between the waterfront and Church Street Marketplace; creating links from Battery Street at foot of Cherry Street down to Lake Street
- City Hall Park - Imagine City Hall Park master planning process completed; park slated for major reconstruction; Expand amenities



- Gateway Block Redevelopment at Main and North Winooski. Properties include Memorial Auditorium, municipal surface lot, motel and firehouse.
- Moran Plan & Waterfront Redevelopment - To redevelop one of the last parcels/vacant buildings on the shores of Lake Champlain in downtown Burlington
- Urban Reserve Planning and Redevelopment - Develop new conservation map that includes a land use/land cover analysis
- Urban Reserve and potentially brownfield remediation
- Waterfront North - Providing modern infrastructure to support the northern end of Burlington's waterfront including new road surfaces, sidewalks, street lighting (increasing multi-modal access and public safety), stormwater, parking, skatepark and undergrounding of overhead utilities
- Grocery Store site in South End - Working with brokers and local grocery store to find a suitable location in the south end of the City
- Pine Street Corridor Redevelopment - Ongoing work with businesses along Pine Street
- Vermont Aviation Center - Working with VTC, Heritage Aviation and the Airport to establish a facility housing the Burlington Aviation Tech Program, Vermont Flight Academy
- General utility upgrades in waterfront district to prepare sites for development and enhanced public space
- Realignment of Birchcliff Parkway and Sears Lane infrastructure to facilitate better, safer traffic connections

## Discussion

planBTV builds a strong argument for building a vibrant economy in downtown Burlington as a key path forward for economic expansion.

“Downtown Burlington is a vibrant and dynamic economic engine for not just the City, but the entire region. From retail and hospitality, to the arts and special events, our downtown and waterfront create a gravitational force in northwestern Vermont that draws residents, visitors, and entrepreneurs, and underpins our quality of life and economic base.

Our downtown provides significant employment and revenue that helps to provide many of the services Burlington residents and visitors have come to enjoy. The Downtown Improvement District comprises only 2% of the City's total acres but generates 22% of the total property tax revenue. More than two-thirds of all the City's jobs are found within a half-mile of the intersection of Church and Main Street. These downtown employees play a critical role in our downtown's economy by purchasing millions of dollars each year in goods and services, attending community events and activities...”

However, Burlington has been losing its share of retail and office space to the suburbs due to high rents, smaller floor plates and parking challenges. A lack of available and affordable housing options make it difficult to move into Burlington and unattractive to relocating businesses.

planBTV notes that “Burlington’s downtown offers a diversity of uses and services that attract and support a very wide range of needs and interests. It is essential to have a balance of the residential, commercial and social services that are necessary to sustain our downtown’s economic vitality.”

## **MA-50 Needs and Market Analysis Discussion**

### **Are there any populations or households in areas or neighborhoods that are more affected by multiple housing problems?**

Low, very low and extremely low-income households living in the Old North End and King Street neighborhoods are more affected by the following multiple housing problems:

- limited housing availability
- high rental costs
- energy-inefficient buildings
- lead-based paint hazards
- multiple minimum housing code violations
- over-crowding

### **Are there areas in the Jurisdiction where these populations are concentrated?**

Low, very low and extremely low-income households are more concentrated in the Old North End and King Street neighborhoods than elsewhere in Burlington.

A higher concentration of minorities also exists in census tracts 3 and 11. Census tract 3 is located in our Neighborhood Revitalization Strategy Area and also in the Old North End neighborhood discussed previously.

### **What are the characteristics of the market in these areas/neighborhoods?**

The housing market in these neighborhoods has characteristics similar to the overall Burlington market.

### **Are there any community assets in these areas/neighborhoods?**

These areas are close to downtown and the waterfront; growing cultural, racial and ethnic diversity; improving public schools, quality parks and green space, convenient social services, retail and banking services and mixed-use and mixed-income areas.

### **Are there other strategic opportunities in any of these areas?**

The strategic opportunities in these areas include the potential for additional owner-occupied housing; infill development sites; growing social, cultural and economic diversity; and potential for neighborhood-based economic development.